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ABSTRACT

Proceedings of the Pacific Rim Association for Higher Education 1981 conference are summarized. Authors and the summarized papers are as follows: "Maintaining Quality in Troubled Times: The University Perspective" (George M. Beckmann); "Maintaining Quality in Troubled Times: The Community College Perspective" (Don A. Morgan); "Report from China" (Charles E. Odegaard); "The Pacific Rim in a Broader Context" (Roy Bentley); "Dichotomous Models of Academic Quality" (Robert E. Cuthbert); "Teacher Training, Truk District, Federated States of Micronesia: An Evaluation" (Bernadette V. Wehrly); "Quality Assurance in an Emerging Discipline: Service Industry Education" (Denney G. Rutherford); and "Oregon's Joint and Tri-University Doctor of Education Programs: An Attempt at Effective Resource Utilization Through Inter-University Cooperation" (Paul K. Preuss). Attention is directed to public research universities, including the University of Washington; the importance of image and competition for the community colleges; conditions in other countries; teacher training programs in elementary and secondary education in Micronesia designed for Trukese educators and learners through the assistance of California State University, Los Angeles; the acquisition of terminal degrees and journal article publication by faculty in the field of hotel and restaurant administration; and a cooperative Doctor of Education Degree Program in Educational Leadership offered by Portland State University, the University of Oregon, and Oregon State University. (SW)

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PACIFIC RIM ASSOCIATION FOR HIGHER EDUCATION

Second Annual Conference

University of Washington
October 13-14, 1981

Conference Theme:

"Maintaining Quality in Troubled Times"

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INVITED ADDRESSES

George M. Beckmann

Don A. Morgan

Charles E. Odegaard

Roy Bentley

"Maintaining Quality in Troubled Times: The University Perspective"

George M. Beckmann, Vice President for Academic Affairs

University of Washington

While higher education in Washington state in October of 1981 faced a serious financial crisis, Dr. Beckmann admitted that his comments in October were little changed from what he would have said the previous May. Today brings a certain urgency to the situation, he admitted, but the fundamental problems that are facing the research university today existed prior to the present crisis.

Beckmann approached his topic from the context of three sources of funding available to higher education: state, national, and private. He limited his frame of reference to the public research university--institutions such as the Universities of Washington, California, or Michigan. The elements of quality in institutions such as these are several. The faculty is important, especially as these institutions remain competitive in recruiting and retaining the best people. The University of Washington until now has fared reasonably well in this regard. Indications are, however, that the University may now suffer. These faculty losses will occur, not for salary reasons so much as because of changes in the atmosphere on campus--the work environment. Seeing programs reduced or eliminated and junior faculty released will have its effect on faculty members who remain. Even more serious could be the erosion of basic academic support services. These services include departmental and school operations budgets: adequate clerical and research technician staffing, supplies, materials, faculty travel, contract services--all those things that go into facilitating the professional life of faculty members in their productivity as teachers and researchers. Other important support services include the library, academic computing, hospitals where clinical health service education and research can occur, and the availability of state money for seeding faculty research. The existence and status of services such as these go far toward indicating the quality of a research university.

As relates to the state, one of the most serious problems facing the public research university concerns the substantial decline of state government financial support during the past decade. In total budgetary terms, the University of Washington receives today 26 percent of its funding ($328 million per biennium) from the state. In the 1960s this figure was about 40 percent. The change is not attributable to increases in other sources of support; it reflects simply the decline in state support. Why has that reduction occurred? Inflation is partly to blame, not so much for its impact on the faculty staffing side of the university support system as on its operational side. Public research universities have done fairly well at maintaining faculty salaries, but they have done very poorly at maintaining operations budgets--"the kind of support you need to make the academy work."

Perhaps more fundamental than inflation in explaining the decline of state support of the public research university is the expansion of the system of higher education. Washington and Alabama are examples of this remarkable growth. The state of Washington is proud of the fact that over the past 15 years it has expanded its system of postsecondary education to the point where it is first in the nation in providing access to its citizens. In Washington 4.5 of every people 10 people over the age of 17 are engaged in some form of postsecondary education. But that accomplishment has occurred at some cost. The state of Washington now ranks 47th in its per student dollar support of higher education. If the present budget reduction is carried out, Washington will be 51st. It will be "off the page." Alabama with its 50 community colleges has a somewhat similar problem. Such expansion has occurred at the expense of the four-year colleges and universities and particularly the public research universities.

Other factors explaining the decline of state support for the public research universities will vary from state to state. In contrast to Michigan or California, for instance, one finds in Washington very little differences in the funding formulas used for different kinds of four-year institutions. Funding formulas for Washington's regional universities and The Evergreen State College differ very little from those applied to the research universities.

At the national level the University of Washington in 1979-81 received approximately the same amount of funding ($327 million) as it will receive from the state during 1981-83. Looking at the total budgets and activities of institutions such as UW, Michigan, or California, one can actually call them "publicly funded private institutions." But this picture changes as the support from state government declines. Meanwhile it appears quite certain that the public research universities will also suffer in terms of reduced support from the national government. The Reagan budget calls for substantial reductions for the agencies (NSF, NIH and other health-related agencies, and the arts and humanities foundations) from which research universities receive much of their federal support. To some extent the universities will not feel this decline immediately, as their present research contracts have a few years yet to run. Nevertheless, the University of Washington estimates that this year it will receive an 8 percent reduction in funding from these agencies and 12-15 percent next year. In later years the situation will get worse, as the President and Congress implement their intention to reduce the universities' role in any overall research program. The increase of research in the Department of Defense will help some institutions, especially those such as the University of California which are heavily involved in defense laboratory activities. However, the present increase in the defense budget is only about $40 million, which is only a quarter of what the University of Washington spends in grant and contract activity. So there's no salvation in terms of a transfer of funds from one agency to another. This change at the federal level will have a tremendous effect on the capacity of research universities to do research.

In the private sector some hope is to be found. Most major research universities have a fairly strong and developing base for raising private money. But private funds only put "frosting on the cake." If you don't have the cake, it makes little sense to frost it. The money that comes from private sources is usually in small amounts and is dedicated to specific research projects, student financial aid, or some similar purpose. It does not provide "bread and butter" life support for the institution.

People talk today of a new kind of private support for research which will emerge as a result of closer collaboration between business and the universities. Such collaboration will help, but again it will be highly specific. It will occur, for example, in the form of industrial affiliate programs between departments such as computer science, chemical engineering, and electrical engineering and the business and industrial world. It will serve some specific purpose, hopefully to the advantage of both. Another example is the program announced recently by Exxon, which is spending $15 million over the next few years on engineering education. Sixty-six institutions are involved. The University of Washington received $180,000 from this fund to cover two fellowships for three years and some faculty support over the next five years. Such a program will not solve the problems of the UW College of Engineering or any college of engineering in the nation. Some movement will occur in this area that will be helpful, but it cannot substitute fully for declining support at the state and national level.

By most measures of quality, the future of the public research university looks gloomy. Beckmann estimates, for example, that in the area of academic computing alone the University of Washington could spend three times what it now spends just to meet the current demands of its faculty and students. Using technology in a purposeful way educationally, updating facilities, acquiring scientific equipment, and other such activities are being done today in a fairly anachronistic way, at least when compared with practices in business and industry.

What do we do about it? Society is saying there may be some hope if public education becomes smaller. Society moreover will not permit other sectors to bear the brunt of reductions while the research university continues unscathed. So the research university will itself have to become smaller. It will have to determine what it can do best and probably will have to become more self-sufficient in selling its product in a way that it has never done before. It will become much more entrepreneurial in that the fruits of research will come to be seen not simply as knowledge but as useful knowledge to be developed into useful products. We look at such changes with great skepticism now because of all the moral issues that are raised. But when the time comes that such a development is critical to institutional salvation, then institutions may find it possible to change their minds somewhat. After all, the United States could swallow NDEA in 1958 at a time when, based on our view of German and Japanese education prior to World War II, schools were not supposed to teach nationalism. Value systems change, and when survival is threatened the process may accelerate.

We need also to look for a better division of labor in higher education. Our record in this respect is appalling--in Washington especially. In some fields such as agriculture, veterinary medicine, and medicine we have a good understanding; but elsewhere much needs doing. A recent effort was made, for instance, to reduce the duplication in pharmacy education in Washington, but political pressures forced continuation of two programs when one might have sufficed.

Such are the thoughts on Beckmann's mind in recent months. The future of the public research university is not a very optimistic one. Perhaps the private research universities--the Stanfords, Chicagos, and Harvards--at this time in our history will have the greater opportunity to move forward.

"Maintaining Quality in Troubled Times: The Community College Perspective"

Don A. Morgan

Department of Educational Administration and Higher Education
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Introduction

Dr. Morgan opened with a tribute to Fred Giles, Charles Odegaard, Paul Preuss, and Henry Reitan for their contributions to community college education, both in this state and nationally. Giles and Odegaard were firm friends of the community colleges in their development within the structure of higher education in the state of Washington. So relations between the community colleges and other sectors of higher education in Washington have historically been good, and that fact relates to Morgan's message to the conference.

Address

The issue of how to maintain quality while protecting institutional survival can be analyzed from a number of perspectives. The approach here will be to consider this issue in terms of image and competition.

First as relates to image, the university world, for example, may have trouble winning continuing public support for some of its more esoteric research activities. Though important to academics, who in the general public can be expected to be interested in (and pay for) research related to the French naval architecture of the 14th century? Should Stanford, on the other hand, engage in lucrative but "classified" research under government or corporation contracts when the results of the research cannot be shared in the academic community or with students? Questions such as these, and there are many more like them, deal with the matter of image as well as of function. What is a university? What oucomes can it offer a society that that society values--either today or tomorrow?

Image has long been a critical problem for community colleges. Eells included, for instance, a syllabus in his 1931 text, published when he was still at Stanford, which outlined a course to be taught at the graduate level about two-year institutions--then nearly uniformly titled junior colleges. This outline of Eells called for students to: (1) analyze a junior college catalogue and, (2) interview six people to get their views of what a junior college was.[1] When this activity is requested of students some 50 years later, they get many of the same answers: "It's a place to go for students until they can get into a 'real' college," or "It's a place athletes go to improve their grades so they can get into and play for a university." The presently evolved community college meanwhile has come a long way from its roots in the junior college movement. It did this by expanding dramatically into areas and programs which are not related to university work at all.

However, in terms of image as held by the public, it is often still a "junior" if it is known about at all.

As noted, the purposes of community colleges have shifted and expanded. This evolution has been steadily away from the early single focus of serving the university as a "junior"--the basic function within this role had been to provide the university world with a cheap and effective screening mechanism. These two-year colleges now see needs of students (vocational and developmental) and of the communities in which they are located as prime responsibilites.

The move towards preparing students for immediate entry into the world of work and not for onward movement to other educational institutions, however, has been noticed away from the academic world. This function, essentially of helping people get jobs, seems reasonably well understood by legislators and legislative bodies. Job holders pay taxes, and it is no accident that legislators may view community colleges as a more justifiable recipient of public funding if they are judged against some of the more esoteric research functions of the modern university which also suffers presently from the well-documented difficulty many of its graduates have in gaining employment in their areas of study.

Image will be important. Competition will also be important. Who will be allowed to continue? Who will be designated as authorized to do what with whom? Who is going to decide the nature of such questions as posed above, and who is going to be allowed to present answers or alternatives? Another possibility is that the questions are not asked, and the result could be an all out dogfight for students and a willy-nilly proliferation of programs and services geared to attract the "new" or "nontraditional" student. In some states, this situation already exists.

It would be seen as beneficial in some areas of planning that "turf" be delineated. This will most likely have to be placed in hands other than those of educators--these people have evidenced responses from reluctance to inability in coming to grips with limiting populations and restricting programs. Can community colleges be allowed to become all things to all people? Can universities maintain the kinds of activities they have embraced over the last hundred years? In this last vein, Wolfe noted that universities have become:[2] (1) sanctuaries for scholarship; (2) vocational schools for the entrepreneurial professions--medicine, law, etc.--offered to the upper middle class; (3) social service stations; and (4) certification mills for establishment man--business schools, colleges of education, etc. These broad gauged activities overlap and duplicate some of the efforts of the old teachers' colleges, now upgraded to be state universities in many instances, and of the modern community colleges. How many of these postsecondary institutions should seek to serve the senior citizen and if so, in what fashion? How many nursing programs can be invented at how many institutions and at what levels? The very proliferation of these kinds of activities is evidence that educators have not gotten together. It is unlikely they will, willingly.

In attempting to come to grips with the nature of the competitive struggle and to identify the principal actors within this competetive arena, it may be of some value to make some sweeping generalizations about the major kinds of educational institutions generated by this particular society. Basic to all, from an egalitarian view, is the common or elementary schools and the various extensions of them. Basic to the elite of the society is the private university.

The common schools have been charged with providing the common person with coping skills. First, it is necessary to cope with a particular economic milieu and somehow gain a living within it. Elementary skills are reading, writing and arithmetic. Second, there is the matter of survival as a person capable of self-respect and who is respected. These two problems are solved simultaneously for most common people by gaining work--defined as access to income which has been dignified.

As the twentieth century has unfolded, a major pressure on the common schools has been to hold people out of the labor market for longer periods of time as: (1) employment required training in greater depth in some skill areas; and (2) there simply were not enough jobs to go around at any particular time. These two developments led to what can be called a custodial function within education--holding a potential labor force in readiness while training them additionally and until such time as industry/commerce needs the people and their skills. There are other custodial institutions and they include peacetime armies, welfare, prisons, etc. Among educational institutions, the rise and purposes of the junior high or middle schools can be seen as most clearly a response to custodial pressures.

In the immediate situation, the 1980s, there is a growing problem on a world-wide basis related to the needs for people within production. This is the phenomenon of widespread and deepening youth unemployment. It is not at all evident that the United States, for example, yet retains the tax will to invent new schools or add years to existing ones to deal with the unemployed youth situation.

What can be done? One line of effort, self-defeating at onset, has been to move away from establishment educational institutions to create programs closer to, housed within and often operated by commercial enterprises. The problem is it is assumed once more that given additional hours of training will lead to additional opportunities, and this just does not hold at present. Such efforts led to the Job Corps and to CETA programs--both much maligned, milled for unknown profits by the private sector, and quick to copy the methods of establishment education.

The private university, exemplified here by reference to Harvard, holds no hope at all in this vein. They are merely puberty rites for a select population whose progress through life has been set by inheritance. They will be what they will be without education. Harvard does not make them. They make Harvard. This privileged state is continued by tax laws favorable to themselves, and though they do not often participate

in government, it is no accident that much of what government does protects them.

However, the Harvard institutions did impact particularly on the land grant universities--this within the function of becoming, like Harvard, a sanctuary for scholarship. Land grant institutions were initially expected to serve agriculture and mechanics--the A and M designation. And they did this and continue to do so, but they have added on other things not as clearly understood within their original mandate.[3] Jencks and Reismann went so far as to argue within their The Academic Revolution that the revolution referred to was when academics using the arguments of prime loyalty to their disciplines and departments wrested control of these institutions from their respective boards of trustees.[4] This led these institutions further towards aping the "betters" in the private university world. It also left several holes in the market for new institutions to fill, and it can be fairly observed that the community college movement is one developing in many instances parallel to the land grant university movement and has profited from the latter's move toward academia.

The public community colleges have reacted relatively quickly to both opportunity and to more direct social pressures. These colleges are first and foremost a product almost entirely of the twentieth century. Early, in the 1920s, they added vocational training to their programs quite successfully. This was a move away from serving essentially as grades 13 and 14 functioning as university screening devices.

The breadth of general education offerings within the two-year colleges widened to serve vocational programs and widened yet again when new populations were attracted who had skill development problems related to any area of instruction. This was necessary and attractive because: (1) the schools sought to extend an "open access" to all; and (2) it wished to retain those attracted. This attitude led to practices not found in the same configuration in other educational institutions and directly to the most recent move toward community-based education--often credit free, and located within the community or off-campus. This was not a new activity as roots for it can easily be found in the extension efforts of land grant universities, but the community colleges were dispersed, more numerous and most often under local or immediate political control. This has proven an enormously popular, profitable and satisfying way to do. And though the courses may be no more serious than belly dancing and fly tying, they are real to the people who want them. And though these same courses run the risk of being held in contempt by the university world, the community colleges know they have, in general, been held in contempt by these same universities for a long time, and they care less and less that this is so.[5]

Presently community colleges and universities (along with other post-secondary institutions) have come to compete for enrollments from similar pools of people. How far should the universities go in meeting the competition? Should or can they engage in credit-free programs with

citizens when their faculties are loyal to disciplines or departments and not to the university in the first instance, and in the second instance, these faculties are not known to be flexible units, but are highly conservative ones. Taken another step, which set of faculties--those found in community colleges compared with those found universities--will offer support for and resources to innovative practices better insured to cope with survival on any terms.

Given this situation, an hypothesis has been presented.[6] In essence this was:

> Those community colleges emphasizing their university-related programs at the expense of other programs will suffer the most during a general population decline.

The rationale for this is straightforward. Because of past images, community colleges cannot compete with universities for "traditional" students. Universities have in the past and will in the future lower admission requirements to ensure populations. This leaves the community colleges most like them the most exposed.

> The converse of the above hypothesis would be: those community colleges emphasizing vocational, non-academic and non-traditional, credit-free community services and courses will suffer the least during a general population decline.

It is simply a matter of assessing image and competition. There are some things a university does well and which community colleges cannot or should not try to do. The opposite is equally true; there are some things which community colleges do well and which universities cannot or should not try to do.

Conclusion

In order to survive with quality, community colleges must define quality increasingly on their own terms. They cannot afford to let universities define this for them except in university parallel areas. There will still be people entering community colleges and who seek to go on to university work. However, that may have become the least important of the diverse populations presently attracted to these two-year colleges. As competition increases for dwindling resources and dwindling populations, image will be important--so will performance. One certainly is that the customer and legislatures will have larger roles in the past regarding who will survive. This leads to a certainty that the definition of quality is no longer exclusively in academic hands.

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"Report from China"

Charles E. Odegaard, President Emeritus

University of Washington

Dr. Odegaard's return from China on October 1 illustrates one major difference between Chinese and American society. He left Shanghai at 5:30 a.m. on that morning, a city where people live over 8,000 individuals to the acre, and 24 hours later he went to bed in his daughter's home in Atherton, California, where 5 people shared a single acre. Visitors to China are immediately struck by the masses of people around them. These are not holiday crowds but the day-to-day shifting of the Chinese people as they move through their daily activities. Government offices and schools do have Sundays free, but the factories stagger their work days in such a way that the cities appear crowded every day of the week. The Chinese population is now about one billion. Population growth is being limited, but 65 percent of the population is 30 years of age or younger. So the productivity years of that population will cause numbers to continue growing. The goal of one child per couple will in itself produce by the year 2000 a population of 1.2 billion. As an inducement not to go beyond the one-child limit, the ration point system for basic commodities like rice and cooking oil gives no extra ration points to families once they go beyond their first child. The exception to this regulation would be the birth of twins or some other multiple birth situation. So the population of China continues to grow, and the mass of humanity one finds there leaves a strong first impression on the visitor there.

A second strong impression has to do with the good-humored nature of this people. What do they have to laugh and joke about? Yet they do so freely and constantly, and this behavior is common to the Chinese people. Han Suyin wrote eloquently in Destination Chunking of this phenomenon. In her book she describes the period in Chunking just before and after the beginning of the incessant bombings of that city by the Japanese in 1938. Rather than stoic resignation the people of Chunking reflected cheerfulness and good humor. Such behavior Han Suyin described as the "outstanding and most excellent Chinese trait." Their sense of humor enables the Chinese to accept things as they are. A visitor's persistent impression of the Chinese people, along with their numbers, is their good nature.

Caucasian visitors to China are a curiosity to the people there. Americans have been going to China in growing numbers since 1978, but it will take the one billion Chinese awhile before all of them have seen these strange "round eyes." So Caucasians attract a crowd, and a Polaroid camera, aimed at a parent or grandparent and their child will win instant friendships (and create a minor, if friendly, riot).

Odegaard spent ten days on a cruise ship which took him along a 2000-kilometer section to the Yangtze River. This proved a splendid

means of travel and afforded visits to and views of numerous Chinese cities and villages, not to mention the journey through the magnificent mountain gorges of the Yangzte. He also traveled on the Grand Canal to Suchow, a Chinese city of considerable antiquity. He visited schools, factories, hospitals, temples, and parks but was unable, on short notice, to arrange a visit to an institution of higher education. He thus has many unanswered questions about Chinese higher education.

Our speaker has traveled three times previously to Korea and four times to Japan and in both countries you see a different face of Westernization from that in China. Japan never had, for instance, the internal settlements of dominant Western people, signs of which one still sees deep inside China. Nor did the Chinese leadership within the last of the Manchu dynasty provide the guidance which the Emperor Meiji gave the Japanese people in accommodating Western ways. Sun Yat Sen, on the other hand, is the one figure on which both the Kuomintang on Taiwan and the Communist Chinese can agree gave leadership to modern China. Japan's history, by contrast, shows a more steady and even continuity in its progress into the present era. A medieval historian, Odegaard sees a truly feudal character in present-day Japanese society, which includes the feudal origins of the leaders of Japanese industry. Many of these leaders of an earlier generation were actually samurai who, because of the agrarian changes of nineteenth century Japan, gradually found their land base being eroded by shifts in the economy. The leadership qualities which this group had cultivated as part of a lord's entourage prepared them for their later roles as entrepreneurs in the modern industrial world. Yet certain attributes of the feudal society remained. What you have now, rather than clans serving under feudal lords, is an industrial organization of feudally related people where there are obligations both up and down. A social systems exists into which the individual merges himself, relinquishing in the process many of the individual prerogatives preferred in American society.

Japan's history has a continuity not found in China, where the rise of Sun Yat Sen and then the split between the Kuomintang and the Communists shattered the old fabric entirely. So it's quite a different story. One can't visit China without wondering about these breaks in continuity.

The Cultural Revolution fits into this pattern of changes in the continuity of Chinese history. An extraordinary episode, it reflected in part Mao's struggles to find the adaptation of Marxian theory best suited to China's agrarian society. Mao Took Marx's theories, which were based on the problems of the proletariat in the cities of industrialized Europe, and applied them to the problems of the bulk of Chinese society--the peasantry. Concerned that the Chinese bureaucracy was developing bourgeois tendencies far removed from the agrarian proletariat of China, he embarked upon the Cultural Revolution. In the process he attacked the accommodations which the Chinese upper crust had developed with the ancient scholarly cultural of the past and with the culture and science of the West. Temples closed, universities closed, and monks were driven from the monasteries in denial of the religious,

literary, and intellectual past. The universities and schools were devastatingly influenced by the Cultural Revolution. But now the pendulum has swung, and the downfall of the surviving leaders of the Cultural Revolution appears complete.

One finds in China today great signs of productivity. Households are allocated 5 percent of the communal land. Here they can raise whatever they want. That which they grow and don't need for themselves they sell in town at the free market. Everywhere the Odegaard party went they saw evidences of the free market. State stores exist within store-front locations throughout the towns, but the free market takes place out on the sidewalks or on the streets that have been blocked off for the purpose. These free markets are very evident in all of the towns through which you pass. Obviously, if one wants to work harder, he or she can earn more money in this way for oneself and family. Work points are also awarded in such a way that the harder worker will get more return from his efforts. This form of "creeping capitalism" encourages productivity and provides an opportunity for individual differences to show up. That such efforts are working is indicated by a recent report of the World Bank that shows China is indeed increasing its productivity.

"The Pacific Rim in a Broader Context"

Roy Bentley

Director, Southeast Asia/Pacific Rim Project

University of British Columbia

As he listened to earlier parts of today's conference, Dr. Bentley was reminded that similar difficulties confront or have confronted higher education in other parts of the United States, Canada, Great Britain, New Zealand, and Australia. Putting these troubles into context, Dr. Bentley as the concluding speaker at the conference invited the group to consider the title, Pacific Rim Association for Higher Education, not merely as a statement of the condition of membership but as an indication of the locus of concern.

Bentley sympathized with the theme of the conference, "Maintaining Excellence in Troubled Times," but he was troubled because it left him with two impressions: one that we actually have achieved excellence and the other that what we are encountering are troubled times on this continent, temporary and transitory of local or national confine. Yet, in a world context, the excellence that we have attained leaves today 800 million people who are living in absolute poverty. And the scope of the trouble is international. Half of these people live in Asia, and of these, one-sixth live in east and southeast Asia and the Americas which puts them within the locus of concern of PRAHE.

For these people the present troubles seem much more permanent. Maybe they know something already that we are just beginning to learn. Our governments are only now beginning to understand the problem. President Carter's Global 2000 study, for instance, portrayed the world in the year 2000 as more crowded, more polluted, less stable ecologically, and more vulnerable to disruption than the world in which we now live. Despite greater material output, the report anticipated that the world's people will be poorer than they are today.

But what does this mean for us? If we take the Pacific Rim involvement seriously, then what is our responsibility in terms of the larger problems of the region? The North-South conference scheduled for Cancun, Mexico later in October typifies the kinds of concerns that are being expressed. It portrays a wealthy northern region and a needy southern region and the growing dependence of the highly developed north on the just-developing south. Of special concern here is the threat of instability in the developing nations. Such a treat to world economy is a threat, too, to peace. It therefore behooves national leaders to meet at the summit and to put their considerable authority behind efforts to avert such a calamity. But persons of lesser authorigy, groups, and even individuals can also become fruitfully involved in these activities, and in some cases, more effectively than government.

In deciding the best course of action we can draw upon some important lessons learned in the 1970s. During that decade life expectancy increased, per capita income increased, and literacy improved. We learned some lessons about how developing nations might/should help themselves. In our Pacific Rim region, for instance, Korea, Taiwan, Hong Kong, and Singapore achieved spectacular success with minimal outside help.

These newly developing nations offer many lessons for the future. They show the wealthy nations, for instance, that they should not, indeed they cannot, close the gap between rich and poor. They can instead help the poor nations to help themselves. They can keep their doors open to imports from these developing nations, recognizing that in so doing they make it possible for the developing nations to continue importing the products of the wealthy nations. They can recognize the eagerness with which nations of the "South" welcome the opportunity for dialogue with their counterparts of the "North." And they can capitalize on education as a prime vehicle in the campaign to communicate these lessons of the 1970s and to capitalize on them.

To be sure, higher education in Washington state in October of 1981 faces some serious financial problems. But these problems, when compared with problems confronting world society today, appear less significant and more transitory. Here on the Pacific Rim the opportunity exists to become involved in these bigger challenges, to take more seriously the opportunities contained in the region where we work. People will listen. If we have a good idea, money can be found to finance it. Volunteer groups can play a vital role in this process. In becoming involved we have the very real potential for revitalizing ourselves. By involving ourselves in the needs of others, we shall gain better insight into our own problems, however serious or temporary they may be.

CONTRIBUTED PAPERS

Robert E. Cuthbert

Bernadette V. Wehrly

Denney G. Rutherford

Paul K. Preuss

"Dichotomous Models of Academic Quality"

Robert E. Cuthbert

Staff Tutor, The Further Education Staff College

Bristol, England

Mr. Cuthbert shared with the group a paper which he first read last year at a meeting of the British Educational Administration Society. Universities, he began, are terrific places to work. So many people take this judgment for granted, however, that the rhetoric which justifies the universities' extremely comfortable existence just doesn't square with reality at all. It's a feature of the American, as well as the British, system of education that the more able you are to look after yourself, the more people and the more money you have to help you survive. The less able you are the less money is available to you, by and large.

All kinds of conflict arise in the rhetoric on higher education. Take, for instance, the rhetoric on academic standards. A discussion of quality in the higher education setting usually leads to academic standards--to matters of rigor, discipline, and the like. This is all very well and worth preserving in a university, but it's interesting that when people use the term "academic standards" in discussion or debate they don't use it in that sense at all. Cutting the budget, for example, is seen as a threat to academic standards leading to a lessening of quality. Academic standards, when they become the focus of debates on important topics such as money, concern those items on which academics can agree. Moreover, when academics use "academic standards" in a debate they are trying to control decision making in a particular sphere. They are trying to keep other people out of their domain.

The real problem is the word "academic." What does it mean? Here a sort of dichotomy arises. The popular university idea of "academic" (Moodie and Eustace) deals with who should be admitted as a student, who is appointed to or promoted within the staff, what is a degree, and according to what standards are these judgments made. Here you have the orthodox university conception of what "academic" really means. It's quite familiar in a university higher education setting, although less familiar in a non-university higher education setting. A rider to this definition (Richman and Farmer) restricts purely academic activities to those that do not require significant additional costs or resources. But one cannot discuss anything about an academic institution without taking both academic and financial implications. A few things do not have financial implications, but most do--and vice versa. So you have a restricted meaning and a more general meaning of "academic."

The literature on academic freedom contains a similar dochotomy. Most writers distinguish between two kinds of theories of academic freedom. One theory, drawing from German origins, treats academics as special

people having special freedoms in the expression of knowledge and the pursuit of learning. They are entitled to these freedoms in the interest of academic quality. These are special freedoms not granted to the ordinary person. Such was the nineteenth century German conception of academic freedom. An opposing, more general theory of academic freedom proposes that such freedom is no more or less than the freedom enjoyed by a normal person in a liberal society.

Models of academic governance have a similarly dichotomous nature. One such model calls for governance decisions to be made by a particular group of competent scholars. The supreme authority rests with academics. No one else is qualified to regulate the affairs of scholars. This is the republican model (Moodie and Eustace) as opposed to the democratic model in which the junior faculty and students have voices in the governance decision.

One also comes across different ideas about the nature of academic authority. Classically, the basis of academic authority in the university is rooted in the individual. Only the professor, for instance, who teaches 14th century French naval architecture is qualified to judge the impact of outside decisions on the quality of his discipline. A different model puts academic authority in some sort of collective decision-making authority.

Differences exist, too, as to the purposes of higher education. Does higher education exist for personal development and the pursuit of knowledge for its own sake, or does it exist to train skilled manpower and produce socially useful knowledge? Obviously, it's both, but one can discern these two conceptions in the rhetoric of higher education.

If one puts together all of these pairings s/he begins to see two different ideologies at work. These ideologies are often in conflict in the academic setting. Ideologies are closed systems of thought. Yet the rhetoric of the university demands that it is an open institution. People subscribe to one or the other of these ideologies and conduct debates--including budget debates--accordingly. Quality control involves striking a balance between competing views rather than opting for one or the other. Most universities, at least in Britain, go too easily down the superior academic competence road and don't give enough credence to a more democratic model. In terms of the present crisis in Washington state, for instance, academic leaders appear to be taking the superior academic competence position. Perhaps they have no choice. But perhaps they could bend in the more democratic direction.

Quality involves, as one British writer put it, maintaining the tension without burning the thread. Such is the challenge we face in these troubled times.

TEACHER TRAINING, TRUK DISTRICT, FEDERATED STATES OF MICRONESIA: AN EVALUATION

Education is a top priority in Micronesia. This educational mood is expressed most succinctly by David Ramarui, Director, Department of Education, Republic of Balau (Micronesian Reporter, 1979, p. 2) when he wrote:

> Micronesians must educate, train, develop, and prepare themselves to be able to cope with the impact of external forces befalling their lives and be able to compete with outsiders if they are to survive and keep up with the pace and momentum of world development and progress.

In order to meet this educational need, the United States established the Territorial Teacher Training Assistance Program in 1979. In 1980 California State University, Los Angeles designed an on-site teacher training program for Truk to aid Trukese educators and learners by offering college courses in elementary and secondary education in areas appropriate to their teaching responsibilities. The program developed and offered teacher training programs for regular classroom teachers and other school personnel and provided competencies needed for educational programs related to and required for teachers and students involved in elementary and secondary education in Truk District. During June and July of 1981, ten members of the University staff, taught twenty college classes on-site in Truk to approximately six hundred twenty five Trukese educators.

Some brief geographic, historic, political, and economic, information is essential to interpret more clearly the value of the teacher training program.

Geography Micronesia is located in the South West area of the Pacific Ocean. Micronesia was established as a Trust Territory by the United Nations in 1947, and consists of seven distinct districts: The Marshalls, Kusrae, Ponape, Truk, Yap, Palau (now Balau), and The Marianas. Since 1947 the United States has administered these 2,100 islands scattered over an ocean expanse comparable to all of the United States, but only two-thirds the land area of Rhode Island and with a total population of approximately 93,000 people. (See "The

New Pacific," page 3.)

Truk District consists of forty six square miles, including the thirty miles in diameter of the Truk Lagoon, and has a population of approximately 26,800. (See "Truk District," page 4.)

History The area was settled about four thousand years ago and Micronesians are believed to have come originally from Indonesia and the Asien mainland. European explorers began initial contacts during the 1500's and a succession of colonial governments have included those from Spain, Germany, and Japan.

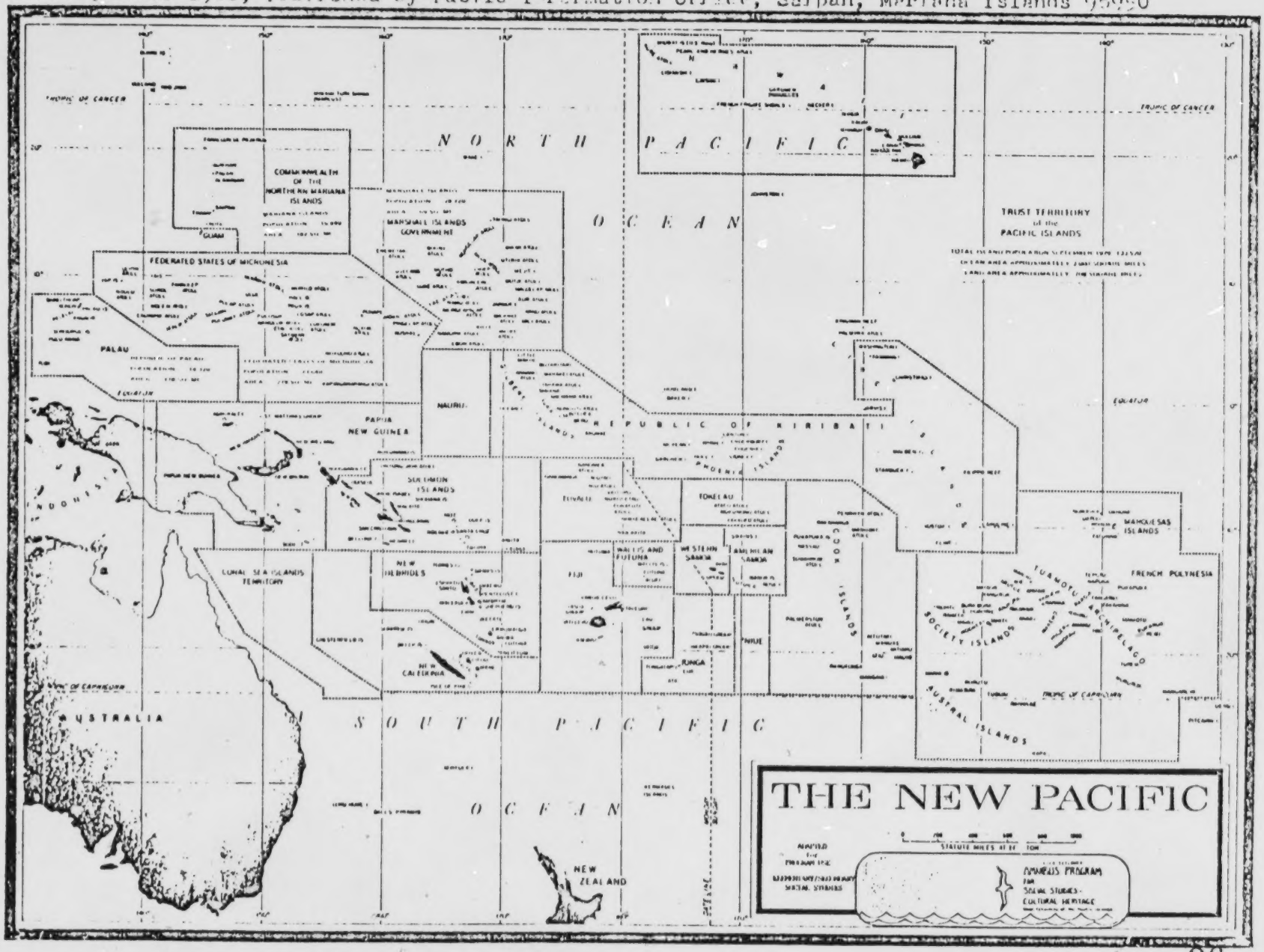
Politics The United Nations placed Micronesia under the jurisdiction of the United States Trust Territory of the Pacific Islands as of February 1947. Under the auspices of the United Nations Trusteeship Council, 80% of registered voters in the seven districts made their decision to adopt or reject Micronesian unity in 1978. The Marshalls established their own constitution. Palau rejected the concept of unity and opted for a separate political status. They established their own constitution and became the Republic of Palau. The peoples of the Marianas had chosen the status of Commonwealth of the United States in 1975. Ponape, Kosrae, Truk, and Yap adopted the Constitution of the Federated States of Micronesia in 1978. All of Micronesia, however, chose to select the concept of Free Association with the United States. (See "Trust Territory of the Pacific Islands,", page 5.)

Economics Major exports from Micronesia continue to be their most ancient of exports, namely, copra and fish. However, as a result of World War II, and the significant air battles over the area, scrap metal is also a significant export, particularly in Truk. At this time tourism, transportation and the development of their own public services are growing economic programs and projects.

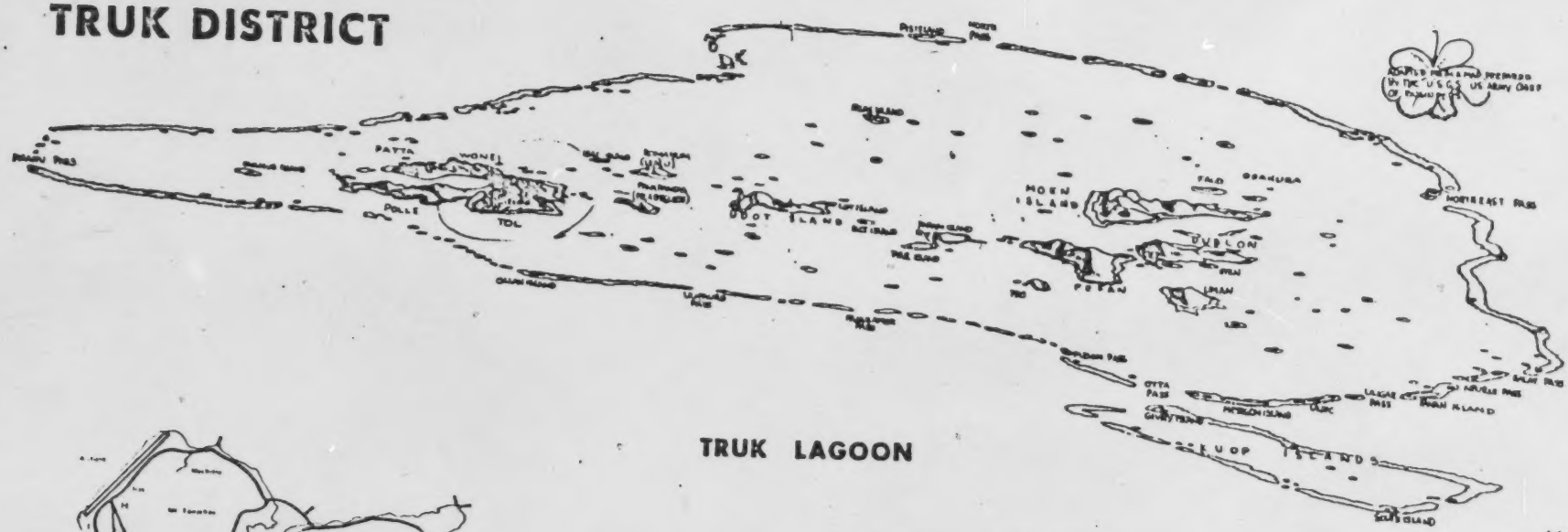
It is of vital importance to note that all of Micronesia is moving from a subsistence economy to that of a consumer economy.

Because of all these above-mentioned factors, there is a sense of urgency in these Pacific islands and Micronesians are preparing for self-determination and increasing independence, and looking to their educational institutions for aid and support. Today, the twentieth century is converging

Micronesian Reporter: The Journal of Micronesia
First Quarter 1980, Published by Public Information Office, Saipan, Mariana Islands 96950



TRUK DISTRICT



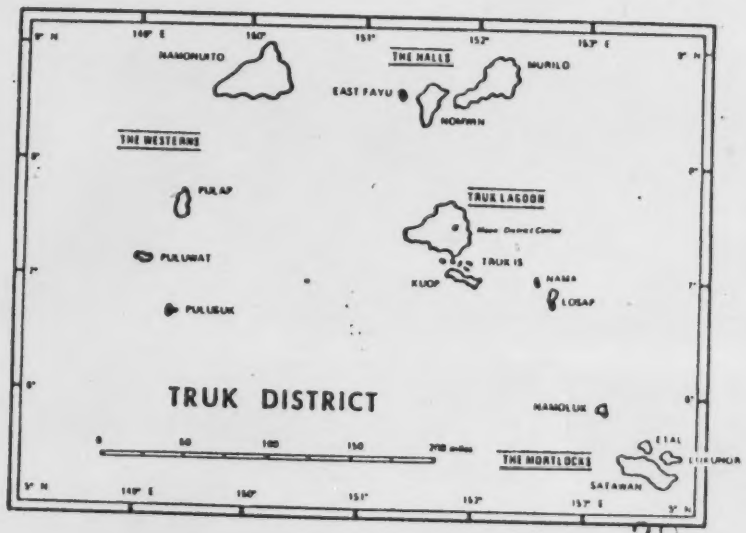
TRUK LAGOON

MOEN ISLAND

1. Air terminal
2. Legislature
3. Police and Fire Depts.
4. Dive shop
5. Bank
6. Post Office
7. Farmers' Market
8. Commercial port
9. Municipal Office
10. Protestant Church
11. Moen High School
12. South Field
13. Truk High School
14. District Administrator, Office of Tourism, Hospital, Courthouse
15. Caves with Japanese guns
16. Ancient fortifications
17. Catholic Church
18. Wichon waterfall
19. Xavier High School
20. Japanese lighthouse
21. Anti-aircraft guns

Road
Trail
H Hotel

Lagoon drawing by Brian Daniels
Maps by Nicolas C. Gerrero and Mike Ashman



Trust Territory of the Pacific Islands*

Prepared by Public Affairs Division, Headquarters

BACKGROUND

The Trust Territory of the Pacific Islands, known collectively as Micronesia, was established as a Strategic Trust Territory by the United Nations in 1947 with the United States as the administering authority.

Since 1947, there has been a gradual assumption of self government in various parts of the Territory depending on the freely expressed wishes of the inhabitants. It is anticipated that in the near future, the Trusteeship will be terminated and the following new governments will be fully established:

THE COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS

Office of the Governor
Commonwealth of the Northern

Mariana Islands
Saipan, Mariana Islands 96950

Located south of Japan and just north of Guam, the Northern Mariana Islands will become a Commonwealth of the United States with full U.S. citizenship status being granted upon termination of the Trusteeship Agreement. This status was chosen by the people in a U.N. observed plebescite on 17 June 1975. It now has a contitutional governmest with nearly all of the prequisites and responsibility granted by the new status. The seat of government is in Saipan, NMI, and is headed by a governor elected by popular suffrage.

THE GOVERNMENT OF THE MARSHALL ISLANDS

Office of the President
Government of the Marshall Islands
Majuro, Marshall Islands 96960

Following the rejection of union with the rest of Micronesia as a permanent status, the Marshall Islands established its own constitutional government, modeled after the British parliamentary system, on 1 May 1979 in Majuro, Marshall Is. It has a President in place of a Prime Minister and a unicameral parliament (Nitijela). This easternmost part of the Trust Territory has negotiated a political status of Free Association with United States, retaining political sovereignty but granting certain defense rights to the United States Government in return for some services and annual budgetary supports.

THE FEDERATED STATES OF MICRONESIA

Office of the President
Federated States of Micronesia
Ponape, Caroline Islands 96941

The States of Yap, Truk, Ponape, and Kosrae, forming the central area of the Territory, adopted the Constitution of the Federated States of Micronesia on 12 July 1978. The Marshalls and Palau rejected the Constitution. The seat of government is in Kolonia, Ponape and is headed by a President elected by a unicameral Congress.

The FSM, like the Marshall Islands, has been negotiating a political status of Free Association which will retain sovereignty in the local government. In return for certain benefits accured from the U.S., the defense of the islands will be the responsibility of the United States.

REPUBLIC OF PALAU

Office of the Acting District Administrator
Palau, Caroline Islands 96940

Palau adopted its constitution on 9 July 1980 following considerable political activity including two prior referendums. It is expected that constitutional government will be installed in Palau on 1 January 1981 with an elected President and a bi-cameral legislature. Palau is also negotiating for Free Association although it's approaching the concept of Free Association in a slightly different tone than the Marshall Islands and Federated States.

GENERAL

Pending the termination of the Trusteeship, the three Constitutional Governments are gradually assuming the authority of government from the High Commissioner under terms of a Secretarial Order (3039) which delineates the continued responsibilities of the Administering Authority.

The Mariana Islands was administratively separated from the authority of the High Commissioner in 1976 following approval by the U.S. Congress of the Covenant establishing the Commonwealth.

All of the Trust Territory remains legally intact and its inhabitants are Trust Territory citizens, including the Northern Marianas. Termination of the Trusteeship Agreement is expected to be simultaneous for all components, possibly in late 1981.

FREE ASSOCIATION

The United States is negotiating with the Marshall Is., Palau, and the Federated States for an arrangement by which in return for certain budgetary supports to the new governments and some U.S. government services such as postal and aviation services, the U.S. will have exclusive use rights to certain parts of the area for military purposes as well as the right to deny access to any other national military. The agreement can be terminated at any time by either party. It will be approved in a popular plebescite with U.N. observers after the negotiations have been completed.

*Micronesian Reporter: The Journal of Micronesia
First quarter 1980

rapidly on these islands and education is assumed to be the vehicle to enhance the social, political, and economic aims of the island peoples.

Truk represents one third of the total population of Micronesia and Truk educators have been most persistent and enthusiastic in seeking teacher training programs. Nowhere has the education explosion been more visible than on the secondary level in Truk District. In 1965 there was a single moderate-sized high school serving the entire district; today there are six. In 1965, two hundred Trukese received high school diplomas; in 1977 there were two thousand. A single senior class at Truk High School today produces more Trukese high school graduates than were graduated during the entire past twenty years. In 1965 there were thirty five Trukese away at colleges and universities; today there are well over seven hundred. The number of graduates, at the high school level, have increased since 1965 by a factor of ten or more. (See Table 1, page 7, and Table 2, page 8.)

To meet the needs of the burgeoning educational population, the 1981 on-site teacher training program offered the following courses related to and supportive of the academic subjects presently taught in regional schools.

Course	Number of Classes
Basic Writing and Grammar	2
Composition and Reading	2
Advanced Writing	2
Teaching the Performing Arts in Elementary Schools (Music)	2
Algebra for Secondary Teachers	2
Graduate Math for Secondary Teachers	2
Human Learning and Development	2
Curriculum for Young Children	1
Elementary AV Arts	2
Early Childhood Education	2
Developing a Teacher Aides Program	1

Classes met five days a week from 8:00 a.m. to 3:00 p.m., and were held in the very modern Truk High School complex of buildings.

The program was designed to accomplish the following objectives:

> Development and training in the implementation of elementary and secondary

REPORT: Micronesian Seminar, Truk, Caroline Islands (November 13 - 17, 1978)

Table 1.

Average Population of Truk District, Total 19-Year Old Population, Number of H.S. Graduates and Percent of Age-Group Graduating

Period	Avg Truk Pop for Period	Avg No 19-yr Olds per year	Total H S Grads in Period	Ann Avg H S Grads	% of Age-Gp Graduating
1948 - 51	15,000	240	22	5	2.3 %
1952 - 64	20,000	340	170	13	3.8 %
1965 - 69	26,000	440	305	61	13.9 %
1970 - 73	29,000	550	607	152	27.6 %
1974 - 77	33,500	670	1175	294	43.9 %

Note: The 19-year old cohort of the population was taken to represent those who were eligible for graduation.

Sources: Population figures were taken from the reports on the 1958, 1967 and 1973 censuses as well as from the Annual Report to the UN,

Table 2.

Total H.S. Graduates, Number of College-Bound, and Percentage of College-Bound by Year, 1965 - 1977

Year	Total H S Grads	(Corrected Total*)	College-Bound	Percentage
1965	38	27	9	33 %
1966	61	53	19	36 %
1967	54	49	20	41 %
1968	78	72	19	26 %
1969	74	74	40	54 %
1970	133	122	55	45 %
1971	127	115	52	45 %
1972	168	169	99	59 %
1973	159	149	80	54 %
1974	242	227	131	58 %
1975	306	280	177	63 %
1976	334	309	189	61 %
1977	293	276	117	42 %

*"Corrected Total" indicates total of high school graduates minus those whose post-high school career is given as "unknown."

Source : Lynn Ilon, "Trukese High School Graduates," Table 1 A.

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Total H.S. Graduates, Number of College-Bound, and Percentage of College-Bound by Year, 1965 - 1977

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1969	74	74	40	54 %
1970	133	122	55	45 %
1971	127	115	52	45 %
1972	168	169	99	59 %
1973	159	149	80	54 %
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Source : Lynn Ilon, "Trukese High School Graduates," Table 1 A.

CALIFORNIA STATE UNIVERSITY, LOS ANGELES
Trust Territory Teacher Training Assistance Program
June 15 - July 24, 1981

Level at which I work: Elementary _____ Post Secondary _____
Secondary _____ Administration _____

PARTICIPANT EVALUATION OF TEACHING PERFORMANCE - A

For each of the statements below, check the YES column if the statement describes what the teacher of this course does and check the NO column if the statement does not describe what your instructor does.

	YES	NO	COMMENT
ORGANIZATION: The teacher of this course:			
1. is very clear about what he/she expects the class to learn.			
2. organizes the lessons in a way which helps the class to learn.			
3. introduces each new part of the course by giving an overview of what that part will include.			
4. summarizes each unit or main part of the course by reviewing the main ideas.			
PARTICIPATION/MOTIVATION: The teacher:			
5. really tries to give each student an opportunity to participate.			
6. responds to student questions or comments in such a way that the class is encouraged to make comments.			
7. listens carefully and thinks about any idea or suggestion made by people in the class.			
8. tries to keep the class interesting and to maintain student attention.			
EVALUATION: The teacher of this course:			
9. tells the class early in the course how student work will be evaluated and graded.			
10. checks frequently to see if the class understands what is being taught.			
11. gives fair examinations which cover what has been taught in class.			
12. reviews before each test to help as many students as possible to understand what they will be tested on.			

CALIFORNIA STATE UNIVERSITY, LOS ANGELES
Trust Territory Teacher Training Assistance Program
June 15 - July 24, 1981

PARTICIPANT EVALUATION OF TEACHING PERFORMANCE - B

What I like best about this class is:

My suggestions for improving this class are:

Excerpt Number 1

Individual student or participants in each class were requested to submit their perceptions on the effectiveness of classroom instruction. Two instruments were prepared for this purpose. One instrument, an open-ended two-question type, asked the student what he or she like best about the class and also to make suggestions for improvement. Open-ended responses of this type were received from all classes and virtually all students.

The open-ended nature of the responses precluded precise quantification of results, and had the real advantage of encouraging participants to express their feelings in their own way and about matters of their choice. Moreover, the two-question format focused upon perceived strengths and weaknesses rather than forcing the respondent to react to a pre-determined item as is typical of the more highly structured type of instrument.

The comments of participants revealing their perceptions of individual classes are shown on the following pages. Statements presented are illustrative rather than exhaustive, representing a sample rather than a complete listing of responses. Such comments, however, do reflect the perceptions of the participants. A copy of the instrument is shown on the following pages. While not shown here, the complete list of comments is on file for interested readers as well as to serve as an important source of information for future planning.

As the data below will indicate, the overwhelming response to the quality of instruction was most positive. Even suggestions for improvement, in many cases, represent indirect support for the program, e.g., the numerous requests for the program to be continued next year, to increase class time, and to have the same teachers return. Comments, organized by subject area follow.

Excerpt Number 2

Participant Evaluation: Structured Instrument: *

In addition to the open-ended instrument, a more highly structured instrument was administered somewhat earlier in the course. This instrument focused exclusively upon specific teaching techniques which are positively associated with teaching effectiveness. Questions are organized around three major areas: organization, motivation, and evaluation. The respondent is requested to indicate whether or not each teaching behavior was in evidence and to make any additional comment he or she considered to be relevant. Unfortunately, results from only one class are available; results from other classes were lost in the mail en-route to the United States. However, the results which are shown here are highly consistent with the results of the open-ended instrument discussed earlier. It thus appears that data secured from the structured instrument merely serves to reinforce the general finding of emphatic participant approval of the instructional skill of the teaching staff.

The results of the structured instrument, shown on the following page reveal virtually unanimous agreement that the desired teaching techniques were in evidence. The number of "no responses" on items 11 and 12 most likely can be explained by the absence of testing by the instructor at the point in the course when the evaluation instrument was administered. It is also possible that the items were not clear to the participants. Two comments, e.g., "haven't experienced these (tests) yet," and two comments of "not clear" tend to support this explanation.

* See "Participant Evaluation of Teaching Performance -1," page 16.)

Excerpt Number 3

Teaching Performance:

Responses from participants reflect a high level of satisfaction with the quality of teaching performance. Responses in support of the teachers' instructional skill clearly and positively out number the very few negative sentiments expressed by a sizeable margin. Some participants understandably wanted their teachers to speak more slowly and to use simple words, a common problem in teachers working with students with limited language proficiency. The frequent requests to expand the time for class sessions and to continue the program constitutes further evidence of student satisfaction with their teachers and with the usefulness of the program.

Course content:

Responses also revealed strong participant endorsement on the relevance of course content. In some cases, particularly music and audio-visual methods, some participants considered the content somewhat restricted; this was most likely due to the absence of a variety of musical instruments on which to practice and on the limited availability of different types of audio-visual equipment. Comments taken as a whole, however, suggest that the content was well selected, was considered relevant to participant needs, and perceived as useful for practical application in the participants' home classrooms.

Class Grouping/ Class Size

Participants expressed the need on several occasions to have separate classes for the experienced and the inexperienced teachers or for those with and without previous college preparation. The wide range of individual differences within a class also most likely posed an instructional problem for the instructors. Similarly, participants shared with the California State University, Los Angeles administrative and teaching staffs the opinion that class size, in many cases, needed to be reduced. Participant requests for more individual counseling time with the instructor likewise reflected participant need for more individual attention - a need aggravated somewhat by the large class size. Consequently, in any subsequent program, the possibility of building some counseling time into each instructor's schedule, particularly in English and mathematics would be worth consideration.

Availability of Instructional Materials:

The lack of sufficient number of textbooks and other instructional

Excerpt Number 3 (continued)

materials was perceived by the majority of the participants, as well as by members of the teaching staff, as a real and continuing problem. No doubt, last minute changes in class size made it especially difficult to submit advance book orders for all students. Yet, the comments of participants in each of the classes suggest that instructors did make adjustments and were able to offer a high quality program in spite of the handicap of an inadequate number of textbooks and other materials.

All things considered, the Trust Territory Teacher Training Assistance Program administered by the staff from California State University, Los Angeles, must be considered as an unqualified success. Evidence in the first part of this report indicates that the program was well planned, carefully organized, and that considerable attention was given to monitoring program quality on a continuous basis. Human relationships among all planning participants appeared to be most positive suggesting confidence in the program director.

Problems which surfaced in the acquisition of books and materials, appeared to be those over which the administrative planning staff from California State University, Los Angeles had little or no control.

Moreover, the evaluative evidence also shows that the recipients of the program, i.e., participants enrolled in the various classes, expressed unequivocal approval of the quality of instruction and of the positive attitudes of their instructors. The numerous complimentary statements about the instructors, the repeated requests that instructional time be extended and that the program be continued in the following summer constitutes solid testimony that the personnel, the program, the quality of teaching all received high marks and resulted in an invaluable contribution to the education of the participants and, indirectly, to the students whom they will be teaching in the coming year.

PARTICIPANT EVALUATION OF TEACHING PERFORMANCE - A

For each of the statements below, check the YES column if the statement describes what the teacher of this course does and check the NO column if the statement does not describe what your instructor does.

	YES	NO	No Response	COMMENT
ORGANIZATION: The teacher of this course:	(100%)			
1. is very clear about what he/she expects the class to learn.	23			
2. organizes the lessons in a way which helps the class to learn.	(96%) 22	(4%) 1		
3. introduces each new part of the course by giving an overview of what that part will include.	(87%) 20	9% 2	4% 1	
4. summarizes each unit or main part of the course by reviewing the main ideas.	91% 21	4% 1	4% 1	
PARTICIPATION/MOTIVATION: The teacher:	100%			
5. really tries to give each student an opportunity to participate.	23			
6. responds to student questions or comments in such a way that the class is encouraged to make comments.	96% 22	4% 1		
7. listens carefully and thinks about any idea or suggestion made by people in the class.	96% 22	4% 1		
8. tries to keep the class interesting and to maintain student attention.	100% 23			
EVALUATION: The teacher of this course:	100%			
9. tells the class early in the course how student work will be evaluated and graded.	23			
10. checks frequently to see if the class understands what is being taught.	87% 20	13% 3		
11. gives fair examinations which cover what has been taught in class.	70% 16	4% 1	26% 6	
12. reviews before each test to help as many students as possible to understand what they will be tested on.	74% 17	13% 3	13% 3	

One of our objectives mentioned on page nine of this report, "Include a culminating activity involving the academic program and the Trukese community," was demonstrated by the presentation of Shakespeare's "The Tempest." Over fifty five Trukese educators participated in this glorious "island musical." Over seven hundred Trukese came for miles around, in their boats and on foot, to see, many for the first time, a play with their own cast and their own music and dance. (See pages 18-19 for program.)

It is appropriate to conclude this paper with David Ramarui's thoughts on education as we did at the beginning of this presentation. (Micronesian Reporter, 1979, p. 6.)

> Education is for a total growth of a person including academic discipline, character building, manual and technical skills development, and moral and spiritual development. Real education makes a man able to think, imagine, create, appreciate, and perpetuate meaningful life for himself and for his society.

The on-site teacher training assistance program was a success.

The Tempest

The Tempest
by William Shakespeare
An Island Musical

Starring
TRUK STATE TEACHERS
Under the direction of
CALIFORNIA STATE UNIVERSITY AT LOS ANGELES
Thursday July 16, 1981
TRUK HIGH SCHOOL GYM
3:00 p.m.

Director: Bernadette V. Wehrly
Music Director: Stanley Olivier
Design Director: Robert Bauer

Cast of characters in order of appearance

Narrator - Bernadette V. Wehrly
Antonio - Lesther Muritok
Alanso - Augustine Rabuta
Prospero - Anthony Rayphand
Miranda - Brigid Nakayama
Ariel - Florentina Sandy
Caliban - Petrus Marten
Ferdinand - Ennis Timothy

MUSIC BY

Kasto Eiwer
Tarsicio Bessy
Fritz Muritok
Tonis Samor
Kisauo Bob
Tarus Joshua
Basilio Saipweirik
Angang Joseph
Faraichy Neset
Answer Ruben
Bernasio Andereas
Sanuaryo Phillipus
Fuchiuo Mailos
Santiago Samuel
Akkin Moses
Tonis Otto
Kachuo Naoro
Osachy Sakior
Satauo Ham
Nese Ueda
Takeo Kumo
Lourdes Inocenty
Joana Ernest
Aure Salvador

Anti Komar
Ytoko Flaisek
Elispeth David
Joseph Inek
Antelina Kojenlang
Marcollo Fine
Mannix Episom
Ichiuo Rolly
Koichy Marar
Pungkichy Hain
Epel Onohoy
Nerro Kapriel
Fila Kefilong
Joel Manas
Santaro Nethon
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Jacob Ewar
Mary Hallers
Dionisia Murdtok
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QUALITY ASSURANCE IN AN EMERGING DISCIPLINE: SERVICE INDUSTRY EDUCATION FACES THE EIGHTIES

Educational preparation for those students seeking professional careers in the service industries (commonly called hotel and restaurant administration, or HRA) has historically been nested in a very few nationally known programs in universities. With the growth of the leisure time industries, there has been a concomitant growth in the number of baccalaureate programs in response to increased demand for university graduates as managers and professional administrators.

This proliferation of programs has focused attention on the need to recruit faculty members who have not, in many cases, even considered attaining the qualification considered essential for membership in most university faculties: the doctorate.

The faculty in HRA baccalaureate programs are a unique group of individuals. The hospitality industry is historically one in which few managers and administrators have done postgraduate work, specifically that research-level work that leads to the doctoral degree. There have been few individuals with professional experience and advanced degrees to qualify for positions on a university faculty--there will be some with one or the other, but few with both.

Faculty, therefore, has been difficult to recruit, for universities are seeking those people who exhibit a solid background of industry experience, a willingness to leave industry for academe and a concomitant willingness to work toward a doctorate while teaching.

In the not-too-distant past a respected full professor of HRA at a well-known institution may have had extensive industry experience, but little or no graduate study at academic entry, with the possibility (but not necessarily the probability) of some subsequent graduate training.

With recent emphasis on faculty attaining the terminal degree, the question arises relative to the HRA professoriate: who are these people and where in schema of the American professoriate do they fit?

A number of studies (Bayer, 1970; Carnegie Commission, 1969, 1975; Ladd & Lipset, 1975, 1977) described and analyzed the American professoriate. None, however, dealt specifically with reporting the characteristics, backgrounds and career patterns of professors of HRA.

Analyses of this nature become increasingly important for each discipline, for as Radner and Kuh (1978) reported, there was a high probability that the American professoriate will experience an oversupply of doctorates between the years 1980 and 2000. This surplus, combined with a corresponding leveling and decline of undergraduate enrollment, leads Radner and Kuh to predict unemployment or underemployment for holders of the doctorate.

In a time when resource allocation in higher education is becoming increasingly scarce, and the number of trained potential faculty is increasing, disciplines that do the optimum job of choosing effective faculty of high quality will compete best for those scarce resources.

Measures of Quality

In a recent comprehensive study (Rutherford, 1981) of the HRA professoriate, a number of variables relating to professors' careers were elicited through a survey instrument and analyzed based on a framework of questions developed from the literature on careers of college and university professors.

HRA faculties are in the position of serving two masters, each with differing perceptions of what might be termed quality. On one hand is that vast array of employers of the various programs students know as the service industry. On the other hand are the universities and colleges hosting the programs. There exists a perceptual differentiation of what comprises quality that makes it a topic difficult to address in a global sense.

Service industry employers will judge the quality of a program (and by inference the credentials and quality of the faculty) based on dimly-articulated and anecdotal experiences with graduates. Indeed, one survey of employers (Lukowski, Budde, & Cournoyer, 1974) found that the most prominent employment success criteria deemed important by personnel officers and chief executive officers were personality and appearance. The success or failure of a particular discipline's graduates is very difficult to judge and any inferences about quality of faculties and programs would be guesswork at best.

We are left, therefore, for the purposes of this paper to analyze the HRA professoriate on the basis of the traditional parameters of faculty quality: the terminal degree, research and publication, and the ability to bring in outside monies (grants and contracts).

Terminal Degree

As previously noted, most program faculties will exhibit a mix of academic and professional backgrounds. The most likely are:

1. A master's degree with very little or no (up to two years) industry experience.

2. A master's degree with moderate (2-8 years) experience in industry.

3. A master's degree with a high degree of industry experience (over eight years).

4. A doctorate with little or no industry experience (same longitudinal categories as above).

5. A doctorate with moderate industry experience.

6. A doctorate with large amounts of industry experience.

The 1981 survey of the professoriate yielded usable data from 140 respondents (70%). The six categories proposed above exhibited frequencies that can be seen in Table 1.

Table 1

Classification of the Professoriate by Education Level and Industry Experience

Education Level	Industry Experience	N	Category Number
Master's	0 - 2	16	1
	3 - 8	24	2
	8+	30	3
Doctorate	0 - 2	31	4
	3 - 8	23	5
	8+	16	6

The respondents reported years of managerial experience in the industry ranging from 0 (N = 18) to 30 (N = 2), with the mean at 7.268. To test the hypothesis that a hiring trend through time would be away from reliance on industry experience and increased reliance on the attainment of advanced academic credentials, a t-test between career scenaria models (collapsed into two groups: Group 1 having Master's degrees and Group 2 holding doctorates) was applied to the first full-time year of teaching (Table 2).

Table 2

t-test of the Means of Year of First Full-Time Teaching Appointment by Level of Degree

Variable	N	Mean	SD	SE	F	2-tail Prob
Group						
1 Master's	70	1970.5	8.973	1.072	1.12	.649
2 Doctorate	70	1967.2	8.493	1.015		

Pooled Variance Estimate			Separate Variance Estimate		
t	df	2-tail Prob	t	df	2-tail Prob
2.27	138	.025	2.27	137.59	.025

The data indicate a significant relationship between first full-time teaching year and level of degree attained, but the relationship is the reverse of the research hypothesis.

A Pearson product-moment correlation coefficient (Pearson r) was used to test the relationship between years of managerial experience and first full-time teaching year.

The data indicate a positive correlation between number of years of managerial experience and first full-time teaching year and that the relationship is significant. This, however, accounts for only 2% of the variance and the direction seems to imply that the more recent the degree the higher the experience (Table 3).

Table 3

Correlation Coefficient Between Number of Years of Managerial Experience and Year of First Full-Time Teaching Appointment

$r = .1401$ $p = .050$

It was concluded that the analysis of the data would not allow the acceptance of the hypothesis.

Research and Publication

Light, Mardsen, and Corl (1973, p. 10) contend that there are several "crisis points" in academic careers. These crisis points range over initial choice of field of specialization to producing research, and state that publication is a "recurring crisis." The higher education literature is replete with examples of the "publish or perish" syndrome. Radner and Kuh (1978) predict an oversupply of doctorates during the time period 1980-2000 and a corresponding leveling and decline in enrollment assuring unemployment or underemployment for holders of the doctorate. If the scenario postulated by Radner and Kuh obtains, the publication of research will become increasingly competitive and difficult and emerge as a career crisis point in and of itself, for this is the traditional criterion on which academic excellence has been rewarded.

Ladd and Lipset (1978, pp. 73-74) however, reported that the pressure to publish may be overstated in some academic arenae because more than half of the full-time professors surveyed have never written a book; more than one-third have never published an article; and ". . . more than a quarter of all full-time academics have never published a work anywhere, at anytime in their careers." This tends to support findings of an earlier study done by Bayer (1970) for the American Council on Education. More than three-quarters of the respondents to that study indicated teaching held more interest to them than research. The emphasis of teaching over research and the reverse, of course, hinges upon the variables of discipline, university or college, and competition, and must be evaluated in that light.

In their book, The Academic Marketplace, Caplow and McGee (1958, p. 82) argued that one of the conundrums facing faculty is that:

> . . . they are in essence, paid to do one job, whereas the worth of their services is evaluated on the basis of how well they do another.

A second research hypothesis, designed to test for differences among the six career categories was formulated as follows:

> There will be a difference among the professorial career categories in numbers of journal articles published.

Table 4

F-test of Articles Published by Career Categories

Analysis of Variance

Source	df	SS	MS	F Ratio	F Prob
Between Groups	5	102.2293	20.4459	6.078	.0000
Within Groups	134	450.7636	3.3639		
TOTAL	139	552.9929			

Group	Count	Mean	SD	SE
1	16	2.2500	1.8074	.4518
2	24	2.2500	1.5673	.3199
3	30	2.7333	1.7407	.3178
4	31	4.1290	1.9789	.3554
5	23	4.2174	2.1096	.4399
6	16	4.0000	1.6733	.4183
TOTAL	140	3.2929		

It was concluded from the analysis of the data that there exists a significant difference among career categories in numbers of articles published. Those in Groups 1-3 holding the Master's degree only exhibited fewer numbers of articles than those in Groups 4-6 holding the doctorate.

It was felt that this relationship may have changed in recent years due to new programs being created and subsequent larger numbers of faculty, so articles published in the past two years were analyzed by analysis of variance among the professorial career categories (Table 5).

Table 5

F-test of Articles Published in Past Two Years
by Career Categories

Analysis of Variance

Source	df	SS	MS	F Ratio	F Prob
Between Groups	5	75.9638	15.1928	2.488	.0345
Within Groups	133	812.1945	6.1067		
TOTAL	138	888.1583			

Group	Count	Mean	SD	SE
1	16	1.3750	2.5788	.6477
2	24	.8333	1.0901	.2225
3	29	2.2759	2.9386	.5457
4	31	2.4839	2.4341	.4372
5	23	3.0870	2.9374	.6125
6	16	2.3750	2.2472	.5618
TOTAL	139	2.1151		

It was demonstrated that the relationship for total articles from Table 4 held for Table 5 and there is a significant difference among career categories and articles published in the past two years.

The hypothesis is therefore accepted for articles published both in total and articles published in the past two years.

Grant and Contract Acquisition

While Caplow and McGee in 1958 (p. 99) argued early and forcefully that "faculty mobility is not a simple function of salary," it was nonetheless an important determinant in decisions involving career moves. Current institutional inability to keep professors' salaries in line with inflation contributes not only to mobility (Halstead, 1975, 1977) but to the active pursuit of and reliance upon consulting monies and summer grants and contracts (Bayer & Dutton, 1977).

The results of income survey published in the Chronicle of Higher Education (Margarrell, 1980) reported that 80% of the faculty members responding to the survey augmented their basic institutional salaries with income derived from additional professional activities. The extra dollars earned across institutions of all types and across ranks averaged 21.7% of base salaries.

Nearly all (94.3%) of the HRA professors responding to the survey reported augmenting their basic salaries to some extent during the last calendar year. Only 35 of the respondents (25%), however, reported that they were receiving research funding from a choice of sources, so it must be concluded that while salary augmentation seems to have a high priority, it is probably accomplished through summer work or consulting rather than the acquisition of foundation, industry or government funds for research.

Discussion

This paper sought to measure the quality of the professoriate in an emerging discipline: service industry education. Hypotheses relative to acquisition of the terminal degree and journal article publication were tested. Additionally, the measure of quality through the acquisition of research funds was reported.

The first hypothesis proposed that a hiring trend over time would be away from industry managerial experience toward more reliance on academic credentials. Analysis of the data failed to allow the acceptance of this hypothesis.

This is possibly the least expected finding of this research for with the recent proliferation of programs and their increasing visibility within universities, conventional wisdom holds that there is heavier demand for new faculty holding the terminal degree. In the HRA professoriate of the past, industry experience was considered equal to (or in some cases preferable to) extended years of academic preparation in graduate schools. It appears from the analysis of the present data that this may still be the case, at least as it applies to the HRA professoriate at this point in time. It should be noted, though, that while the mean number of years of managerial experience reported was 7.268, the median was 4.5 years and the mode, 2.0.

From the data reported it was not clear if this represented a trend away from managerial experience in the hospitality industry. Inspection of the frequency of year in which the doctorate was earned, however, revealed that 52.9% (N = 37) of the doctorate-holding professors had earned their terminal degrees since 1973. This observation at least partially supports the premises upon which the hypothesis was formed.

In the future, a similar analysis may be likely to yield different and more significant results.

The second hypothesis investigated the relationships between the career categories and the numbers of publications reported. Publications were further broken down into articles, total; and articles published or accepted for publication in the past two years. It was felt that if there was a differentiation among career categories by number of publications the doctorally-trained members of the HRA professoriate would show more publications more recently.

The analysis of this hypothesis is supported quite strongly by the data. In the analysis of variance procedure using total articles (Table 4) yielded an F value of 6.078, $p < .001$. Those members of the professoriate holding doctorates published significantly more than those members of the professoriate holding Master's degrees.

The same relationship held for articles published or accepted for publication in the last two years, only was not as strong ($F = 2.488$, $p < .0345$).

A possible explanation for this reduction in articles published is that as the HRA professoriate population has grown in size over the past several years, the number of periodical publications where HRA writing and research is traditionally published has remained static. The Cornell Hotel and Restaurant Administration Quarterly and The Journal of Hospitality Education are the only nontrade, general publications in the field and increased competition for access to publication in them will of necessity reduce the number of articles published by individual HRA professors. The HRA professoriate, coming rather late to the arena of academic publication competition will probably experience a similar or greater level of competition in attempting to publish outside their fields in, for instance, general business journals. Until new avenues of research publications are created and assuming a modest growth of the population, this will be an ongoing problem. These data and conclusions are consistent with the position reported earlier by Radner and Kuh (1978) predicting an oversupply of doctorates in the next 20 years and a corresponding difficult competitive structure in the publishing marketplace. Light et al. (1973, p. 10) refer to this as a crisis point and it may be the onset of this crisis at work in this analysis of the HRA professoriate.

Two other possible explanations for the diminuation of articles published in the past two years must be addressed.

Bayer (1970) suggested that his sample had less interest in publishing than in teaching. This is consistent with the frequency breakdown of the HRA professoriate in degree of involvement in teaching and

research. Reporting interest in both teaching and research but leaning toward teaching were 75 respondents (53.6%). Those reporting interests very heavily in teaching (N= 35, 25%) combined with the former group indicates that 78.5% of the professoriate may only be publishing when they are obligated to for tenure, promotion or merit raises or when they are intensely interested in a particular topic.

The other possibility, admittedly less likely, is that a small number of well-known professors enjoy access to publications in the top journals in frequencies out of proportion to their numbers in the population. Merton (1968, p. 58) calls this the "Matthew Effect" after the passage in the Gospel according to Saint Matthew that states:

> For unto everyone that hath shall be given, and he shall have abundance: but from him that hath not shall be taken away even that which he hath.

Merton goes on to state that less eloquently put, greater increments of recognition accrue to those who are most well-known (p. 85). Merton was commenting specifically on the Matthew Effect in scientific publications, but the applications to other disciplines are obvious. In HRA particularly, with only two general interest research journals and a population of slightly over 200, the Matthew Effect must be considered a possibility.

It appears the majority of the professors of the various HRA faculties have not yet attained the sophistication required to compete in the arenae of funded research. If this is a true measure of quality, it will come with more holders of the terminal degree and as a result of increased publication in more prestige journals.

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OREGON'S JOINT AND TRI-UNIVERSITY DOCTOR OF EDUCATION PROGRAMS: AN ATTEMPT AT EFFECTIVE RESOURCE UTILIZATION THROUGH INTER-UNIVERSITY COOPERATION

A modified case study approach was taken in the preparation of this paper. The reader is cautioned, however, that the author was personally involved in the implementation phase of the programs described from September 1978 to June 1981. A degree of subjectivity in the interpretation of events certainly exists.

INTRODUCTION

Duplication of programs among a state's universities has long been a favorite target of critics, legislators, taxpayer groups and even some state boards. They decry the competition for students and scarce resources, especially when the programs involve the more "highly paid" faculty and smaller classes of doctoral level study and research. In the recent past, reports of doctoral programs being terminated by state coordinating or governing boards have become increasingly common. Therefore, the establishment of a pair of new doctoral programs in education, of all unlikely fields, is worthy of note. The effort by the Oregon State System of Higher Education to achieve quality doctoral programs by utilizing the resources of three universities certainly ties in with the theme of this conference: Maintaining Quality in Difficult Times.

A BIT OF HISTORY

In July 1976, after three or four years of spadework, Portland State University submitted a proposal for authorization to offer a Doctor of Education Degree in Educational Leadership to the Chancellor's office. The Chancellor, the executive officer of the Oregon State Board of Higher Education, did not support the proposal. The reason given, "scarcity of resources", was not subject to debate. However, the evidences of need and the political support brought to bear by influential citizens of the Portland area were such that the Chancellor proposed, as an alternative, some sort of a cooperative venture involving the two older, more established universities, the University of Oregon and Oregon State University, with Portland State.

A committee comprised of representatives of the three universities and the Chancellor's office labored diligently and, in July 1978,

brought forth a proposal to the State Board. The Board, after considerable discussion, authorized two new programs leading to the Doctor of Education Degree to commence in the Fall of 1978. Bearing the cumbersome titles "A Joint University of Oregon/Portland State University Degree Program leading to the Ed.D. Degree in Public School Administration and Supervision" and "A Tri-University Doctoral Program in Education for Community College Personnel", these programs were to be delivered through the joint efforts of the University of Oregon, Oregon State University and Portland State University. The rationale was simple, straightforward and as acceptable as the flag, motherhood and apple pie to the powers that were:

> The selective use of the resources of the three Universities... will have the advantage of offering a stronger program with less duplication of effort among the institutions in serving the needs of the (intended clients) for access to advanced graduate education programs.

Through the reassignment of a few faculty positions at Portland State and judicious use of assertedly surplus resources (read "faculty time") of the University of Oregon and Oregon State, both of which had similar doctoral programs already in place, the needs of placebound practitioners and other residents of the Portland Metropolitan Area would be served at minimal additional cost.

POLITICS AND POWER

The Portland Metropolitan Area provides employment and services (including educational services) for approximately one-third of Oregon's population. School enrollment represents about the same concentrations. Student enrollments and faculty numbers in Portland Metropolitan Area community colleges represent over one-half the state's total. Yet the opportunities for doctoral level work in education were located elsewhere. The traditional residence requirements of the state's universities greatly reduced the possibility of active practitioners completing doctoral study during a period of limited professional mobility. Such an imbalance of demand for and access to advanced educational programs has led to the emergence of many of the large urban universities of the nation: Houston, Cincinnati, Louisville, Wayne State, Georgia State, Memphis State, to name a few. The growth of this type of university, although recommended by the Carnegie Commission on Higher Education, has not been wholeheartedly supported by the longer established flagship and land grant state universities. They view the sharing of increasingly scarce resources with these emerging "youngsters" with considerable apprehension. The final step toward "full" university status, the establishment of doctoral programs, encounters passive resistance, if not open opposition. (Perhaps the established universities understand better than the newer ones the magnitude of the resource base required.)

The specific case under discussion represents a compromise solution. The State System Office rejected PSU's request for a "stand-alone" Doctor of Education program for very practical reasons: lack of resources, the shrinking enrollments in schools of education, questions regarding the need for more Ed.D. holders nationwide. On the other hand, the PSU request documented a local need for advanced graduate education that was real. The "traveling universities" such as Nova, BYU, Pepperdine and others had already found an active market in the area. The growing political and economic strength of the Portland Metroplex represented an ever-increasing influence. The concept of a joint effort involving the "haves" and the "have nots" was appealing to the Board, to state officials and to legislators.

Both the University of Oregon and Oregon State University yielded significant segments of their turf. The University of Oregon has had the only program leading to certification of school superintendents. (Their doctoral and superintendency programs have close ties.) Over the years, these have given the University of Oregon strong influence in the state's public education system. Oregon State, based on its strength in vocational education, had developed a number of courses focusing upon community college education, and was the nominal leader in that area. Rather than chancing the eventual emergence of competing programs at PSU, and under pressure from the System Office, the older universities made their decisions to "go along" with the joint arrangement. The attitude at PSU was that these really should have been "ours" and, at some future time will be, but if this is what we can get now, we had better take it. In summary, none of the participants were particularly enthused but each for its own reasons agreed to go ahead. I do not believe the Joint-and Tri-University arrangements would have come into being, nor would they continue to exist, without strong pressure from the System Office.

ORGANIZING THE EFFORT

The planners recognized "That this approach to advanced graduate education poses serious problems of coordination and articulation is beyond question. But the potential compensating strengths to be achieved by cooperative effort are sufficiently great to more than justify the effort."[1] To facilitate necessary coordination and articulation two organizational arrangements, one for each program, were adopted:

A. A governing committee consisting of the three deans of education, a graduate dean from one of the three universities, and a representative of the Board's Office of Academic

[1]All quotations are taken from Proposal for a Tri-University Program in Education (Ed.D.) for Community College Personnel. Oregon State System of Higher Education, Publication No. 78-007, 1978.

Affairs, will be responsible for the governance and general coordination of the program. The governing committeee will appoint the members of the coordinating and admissions committees, and will serve as liaison between the program and the graduate schools of the three universities. Each university member of the Governing Committee will report, through appropriate channels, to his/her university. The Committee will identify personnel, facilities, and other resources to be available to the program.

B. A Coordinating Committee of four will be appointed by the Governing Committee, consisting of a representative from each institution and one graduate student. The appointees will be selected from faculty and students actively involved in the program. The Committee will be responsible for recommending general regulations, developing interinstitutional agreements, coordinating schedules, and monitoring the quality and effectiveness of the program.

C. The Program Coordinator selected by the Governing Committee will work with the Coordinating Committee in the general administration of the program.

D. An Advisory Committee consisting of community college, State Department of Education, and similar personnel, and one or more students, will be established by the Governing Committee. The Advisory Committee will advise with the Governing Committee concerning ways of making the program of maximum benefit to the clientele it was designed to serve so that the program maintains credibility and functions realistically.

E. The Admissions Committee, consisting of one representative from each university, will screen and review all applications for admission to the Tri-University Program. Admission to the program will be granted only on the approval of the Tri-University Admissions Committee and the Graduate School of the applicant's Institution of Record.

The accompanying chart depicts the array of committees established. One can readily understand the concern expressed at the time of adoption by one member of the State Board that excessive amounts of faculty and administrative time would be consumed in travel and committee meetings. As a result, from the outset, the dual system of committees was "collapsed" into one. To further reduce the demands on staff time, the Coordinating Committee has functioned also as the Admissions Committee, and one member of this Committee has served as Program Coordinator.

ADMINISTRATIVE AND MANAGEMENT STRUCTURE

for

JOINT- AND TRI-UNIVERSITY DOCTORAL PROGRAMS IN EDUCATION

Unit	Responsibilities	Membership	
		Joint- Univerity	Tri-University
Governing Committee	1. Program Governance 2. Liaison with Graduate Schools 3. Appoint member of the Advisory Committee 4. Appoint Program Coordinator 5. Review and evaluate	2 Deans, Education 1 State Board Office representative	3 Deans, Education 1 Graduate Dean 1 State Board Office representative
Program Coordinator	Works with Coordinating Committee in general administration of the program		
Coordinating Committee	1. Recommend general regulations 2. Develop interinstitutional agreements 3. Coordinate course offerings and schedules 4. Monitor the program	1 Representative from each institution 1 Graduate student	Same
Admissions Committee	Select students from those judged admissible by the institution of record	1 Representative from each institution	Same
Advisory Committee	Advise Governing Committee by providing guidance, feed-back and information to maintain credibility and realism	School personnel State Office personnel Students	Community College personnel State Dept. personnel Students

THE PROGRAMS

These programs were envisioned (by some) during the planning stages as a defense against territorial invaders (such as Nova University) and other purveyors of non-traditional doctoral study. However, after the inevitable trade-offs required to achieve the multitude of approvals required, the structure and content of the two programs can only be described as staunchly traditional. The student's program must include at least 135 credits in graduate study, certain specified courses, a major concentration either in Public School Administration or in Community College Education, an appropriate minor or specialism and a supporting field, usually not in education. The awarding of the degrees jointly by the two or three participating universities represents one major departure from common practice.

A second major departure emphasizes the cooperative nature of the program by requiring that a student must gain at least 18 credits from participating universities other than the "Institution of Record" (IOR). Since both U of O and OSU were to teach appropriate courses in Portland, it was interpreted that of these 18 credits, 9 or more could be earned in courses taught in Portland by U or O or OSU, but 9 credits must be gained on the cooperating university campus(es).

Protection of institutional perogatives was a major concern, and a major difficulty in devising acceptable procedures. Each university expected to have students choosing it as the "Institution of Record." Institutional regulations and procedures were to apply with respect to:

1. Certifying students as qualified for admission.
2. Appointment of advisor, advisory and dissertation committee. (With one member representing from another university.)
3. Approval of student program.
4. The timing, nature and assessment of Preliminary, Qualifying, Comprehensive, Final or other exams.
5. Residency requirements (with certain modifications).
6. Dissertation requirements.
7. Time-limitations, language requirements, advancement to candidacy and terminal (graduation) activities.

The Joint and Tri-University Committees retained final decisions regarding the admission of students and approval of their programs. The requirement that at least two universities be represented on a student dissertation committee provided a means of participation in decisions regarding that most significant student activity.

A bit of reflection on the complexities described above reveals some of the "innovations" with which students must cope: two admissions committees, two program review committees, two or three records offices to deal with, articulating a program of courses offered on two (or three)

campuses and choosing a committee member from another university. The first students were truly pioneers and their survival required many of the attributes of other pioneers: courage, patience, persistence, flexibility, perseverance in a quest through uncharted terrain.

If any aspects of the programs were non-traditional, they were the unpredicted characteristics and behavior of the students. The students did not behave in ways expected by the planners. Students were to select an Institution of Record and to follow the general rules and regulations governing doctoral students of that university. It was anticipated that the students would distribute themselves (or be distributed, according to some) about equally among the three participating universities. Instead, of the first 100 applicants 96 indicated they would choose PSU as their "home" institution. All of the approximately 60 students admitted to date selected PSU as IOR. (In practice, it seems that prospective students who evince an interest in the joint programs, using U of O or OSU as IOR, decided to apply for admission to the "regular" doctoral program of the chosen university. This seems sensible, appropriate and, aided by hindsight, predictable.)

IMPLEMENTING THE PROGRAMS

Meetings of the Coordinating Committee were frequent during the first year as various procedures became operational and as unforseen events requiring interinstitutional attention occurred. In the following two years the number of joint meetings diminished considerably. Whether effective coordination and articulation were achieved is a matter of opinion. None of the participants was ever satisfied with the levels achieved, but then, no common definitions or expectations ever emerged, either.

The definition of a full-time student provides an example of the numerous minor matters requiring the attention of management personnel. A student might be taking 15 credits, thus considered a full-time student in the Joint University Program, by enrolling for three credits at OSU, six credits at PSU, and six credits at U of O. The combined tuition and fees paid would be significantly more than the student would pay as a full-time student at a single university. The "concurrent registration problem" occasioned several conference calls among registrars and financial aid officers. When the State System Office became involved, the matter was resolved. The matter was settled to the satisfaction of all concerned, but the reader may guess the time and effort involved in reaching the conclusion.

The quite unexpected distribution of enrollments, with PSU serving as the Institution of Record (IOR) for all students entering the programs, both simplified and complicated coordination. The complexities of dealing with students following two or three different sets of regulations have not yet been fully experienced. The necessity of both U of O and

OSU faculty providing instruction at PSU without a counterbalancing service by PSU faculty has been accomplished, though not without sacrifices and difficulty.

The Governing and Coordinating Committees provided the forums in which the institutional interests were disclosed, discussed and negotiated. The tendency was to prolong discussion until some external event, usually the emerging needs of students, forced a decision. Since all the students were using PSU as IOR, neither of the other universities was strongly motivated to exercise leadership. However, on the whole, the tone of the meetings was positive (with a few notable exceptions). The influence of the Chancellor's Office was such that even though the institutional representatives were unenthusiastic, they did not wish to appear openly uncooperative.

As the programs grew, and it became evident that PSU would be the home institution for all, or nearly all, of the students, the day-to-day management responsibilities tended to shift to that university. Many of the nuts-and-bolts procedural decisions were taken unilaterally, in keeping with local regulations and procedures. As a result, the focus of the joint committees is changing. Major policy matters such as the numbers of students to be admitted and the distribution of instructional responsibilities now appear in their agendas. Since the System Office maintains tight fiscal controls, financial issues also come before the Governing Committee.

The State Board authorized these programs as an experiment in interinstitutional cooperation with the proviso that they be evaluated at the end of a five year trial period. (Fall, 1981 marks the beginning of the fourth year.) The implication is that if the evaluation is favorable, the programs will be continued. Two other alternatives appear possible, namely that PSU will be authorized to continue the programs independently of the other universities (an outcome which I consider unlikely) or that the programs will be terminated.

OBSTACLES AND IMPEDIMENTS

The final draft proposal presented to the Chancellor's Office represented a hard-won consensus among the three universities. However, a final "editing" in the Office of the Chancellor resulted in significant changes. Thus, in the enabling documents finally presented to and approved by the State Board, many of the compromises, understandings and interpretations hammered out in the interinstitutional committee sessions were altered or lost. In many instances, the original authors still maintain that "that's not the way it was supposed to be," but the final version prevails.

The Governing Committee is obviously a most influential organizational unit. Yet the interinstitutional politics was such that no

chairman was ever selected, no one was designated as having authority or responsibility for calling a meeting or developing an agenda, and the selection of the Graduate Dean for membership was apparently left to devine intervention. The enabling documents approved by the State Board did not speak to any of the above matters. Other gaps in the enabling documents allowed subjective interpolations from the stated to the "intended". Most disagreements and disputes arose from such omissions or from ambiguous statements in the documents.

"People problems" represented two major obstacles to coordination and articulation. First, the long gestation period from conception (early '70's) to approval of the proposal involved a succession of "actors" at various levels of responsibility. The one person who was responsible for much of the development work at PSU and who chaired the interinstitutional committee which developed the final draft proposal left the University at about the time the proposal received final Board approval. With him went a valuable store of knowledge of the informal understandings, trade-offs and sensitive issues that underlay the final agreement.

The academic game of musical chairs continued through the implementation phase. Before the first year was out, membership in the vital Coordinating Committee changed. At the outset of the second year, an entirely new set of members was in place, as well as a new Acting Dean and Acting Vice President for Academic Affairs at Portland State, the scene of most of the action. In addition, the Graduate Dean at OSU, who had been a member of the Governing Committee, was replaced by another Acting Dean. Thus, two members of the Governing Committee and the entire Coordination Committee were new. Only one member of the Committee had had any significant experience with the joint program. Of course, the following year, the acting officers were replaced by another set of actors newly arrived from other states. They had even less knowledge of the joint arrangement. But given good will and intentions on the part of (nearly) all the participants, the programs continue, though coordination and articulation have been rendered unduly difficult.

The second "people problem" is due to what I call selective listening. I refer to the tendency of people, especially those who have (or believe they have) achieved a status level superior to that of others present at a meeting, to make a "position statement" and then tune out any response other than agreement. Different points of view, alternatives, rebuttals tend to be dismissed as inconsequential. Since shouting, table pounding and violent attacks are taboo in academe, each campus representative could return home with his own perception of agreements reached. Given the years spent in developing the program and the constantly changing group of negotiators, the perceptions and misperceptions of a number of higher level officials caused unexpected difficulties.

The usual setting in which this phenomenon occurred was a meeting at which the several deans, V.P.'s and System officials were to receive a report from the working group assigned to the project. Those upper eschelon personnel who felt constrained to do so would make a "position statement." Any reponse other than agreement was disregarded. These position statements were then taken home to Portland, Eugene, or Corvallis by their respective proponents as the final word on the subject.

SOME PERSONAL OBSERVATIONS

The appropriate size of the program represents a dilemma which has not yet been resolved. The Governing Committee, when asked for a policy statement regarding admissions, responded "Admit enough students to maintain a viable program, but admit only highly qualified people." What number is required to maintain viability is not yet certain. Of the thirty students admitted during the academic year 1978-79, twenty-four registered for classes in Fall Term 1979. Eight were classified as "full-time" (registered for nine credits or more) and eleven registered for a single three-credit course. A total of 11.25 FTE was generated, of which 2.25 were in the Community College Program. These numbers scarcely seem sufficient to maintain a quality program. On the other hand, a frequently expressed concern (not yet a reality) is the possibility of unduly heavy faculty loads in advising and committee work when students reach the dissertation stage. With the requirement that one member of the dissertation committee be from "another university" this could represent a heavy demand on faculty time.

The ability of PSU to assume the day-to-day management has little to do with the validity of the original concept of cooperative program delivery. Yet it is becoming crucial to the viability of these particular programs. Without going into buropathic detail, two major problem areas can be identified. First, is lack of continuity in the leadership charged with the responsibility for the programs. Those who, through strong commitment and personal sacrifice, developed the proposal are gone. Others, though well intentioned, with a different vision, are now charged with the responsibility to make the programs work. Second, the School of Education faculty approved a proposal for a Doctorate in Educational Leadership and found themselves being asked to support programs in School Administration and Community College Education. Certain elements of the School, for this or their own reasons, have resisted implementation of the programs.

Lew Patterson, who has worked with consortia for many years, holds that they cannot survive unless the members get some benefit through membership which they cannot otherwise get. Especially in times such as these, there must be compelling reasons for institutions to enter into a joint effort. The reasons might be financial survival, political necessity (as in the case of U of O and OSU in this example) or the only

available means to a desired goal (as PSU in this case). I do not believe cooperative arrangements, at least of this magnitude, are likely to occur in the current environment among strong, autonomous institutions. However, such arrangements may be possible in strongly centralized systems such as Oregon's.

The costs in "people time" to institutions in planning and implementing cooperative programs seems high, compared to benefits involved. Costs could be reduced if the working group had a relatively free hand in creating a plan without the necessity of gaining approvals through the multiple levels of a typical ladder-type committee structure. Whether such a free-wheeling unit could function within a university setting is questionable. Traditional concerns for status, turf, power to control resources, and the status quo would certainly constrain such independent activity. Perhaps such activities are best left to the more innovative organizations which function on the periphery of American higher education.

Finally, student assessment of the cooperative programs gets close to the "bottom line." Although they gripe (as all students seem to do) about multiple regulations, poor communications and particularly, the requirement that they travel to Corvallis or Eugene to take courses, they also recognize the advantages of the programs. Specifically, they acknowledge that they are getting a broader education, have contact with more, and, in the opinion of many, better faculty, and a welcome opportunity to share and compare their experiences with students of the other universities.